

Mapping Actors and Power Relations Between Actors in Tourism Village Development

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Abstract

Institutional performance in developing the tourism sector and the creative economy has yet to be optimal, characterized by low membership management capabilities, preparing plans, overcoming problems, and developing networks. Tourism institutions and the creative economy are at the heart of optimizing existing potential. This research identifies and analyzes actor mapping and power relations between actors in developing the Sepahat tourist village. This research uses a qualitative approach to examine actor mapping and power relations in Sepahat Village. Three research data collection methods are observation, interviews, and documentation. The concept used in the analysis is the Gaventa three-dimensional power relations model. The research results show a lack of detailed documentation regarding the potential resources of Sepahat Beach, including its flora, fauna, and local cultural wisdom. The absence of a master plan causes inconsistent configuration of the area at Sepahat Beach. The actors working in the development of Sepahat Beach are divided into several actors, but this research only focuses on three elements, namely the Bengkalis Regency Government, the community, and local organizations. The actor who plays the most role in this is the Bengkalis Regency government. It can be concluded that the involvement of various actors in the development of Sepahat Beach forms several patterns of power relations with various forms of power that emerge as a result of a policy.

Keywords

Mapping, Actors; Power Relations; Tourism Village

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1. INTRODUCTION

In order to promote sustainable rural development in the tourism industry, village tourism is one alternate strategy (Zakaria & Suprihardjo, 2014). A tourist village is a rural area with distinctive building architecture and village planning structures, as well as unique and intriguing economic activities that have the potential to grow, all of which contribute to the overall atmosphere that reflects the authenticity of the village in terms of socio-economic, socio-cultural, customs, and daily life.



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Creating different tourism components, such as lodging, food and drink, attractions, and other requirements for tourism (Rosa, Salman, Winarsi, & Prihatiningtyas, 2021). According to Darsono in Zakaria and Suprihardjo (Zakaria & Suprihardjo, 2014), in terms of social culture, customs, everyday life, traditional architecture, and village spatial organization, a tourist village is a rural region that integrates tourism elements like lodging, attractions, and support services while maintaining authenticity. Meanwhile, according to Priasukmana and Mulyadin in Pawa Salombe (2023), a village can be designated as a successful tourist village if it meets the following criteria: it must be easily accessible to tourists by a variety of transportation modes; it must have interesting objects such as natural features, cultural arts, legends, local cuisine, and so on that can be developed as tourist attractions; it must also have high levels of acceptance and support from the local community and village officials for both the tourist village and its visitors; it must be secure; it must have adequate lodging, labor, and telecommunications; it must have a cool or cold climate; and it must be connected to other tourist attractions that are already well-known to the general public.

Tourist villages are important to tourism development in various countries, including Indonesia (Hermawan, 2016). Despite its vast expanse, not all of Indonesia follows an urban pattern; many still follow a rural one. This leads us to the conclusion that Indonesia still has many villages that have the potential to become tourist destinations, or what are known as tourist villages today (Widiastuti & Nurhayati, 2019). The growth of tourist villages may benefit local communities economically in several ways, including by raising local revenue, creating more jobs and business opportunities, increasing local ownership and control, and generating more revenue for the state through travel taxes (Ade Jafar Sidiq & Resnawaty, 2017). The transformation of a village into a tourist destination involves physical aspects and the actors involved in the development process (Ikfinasulkha & Manar, 2021). Mapping actors and power relations between actors is a key aspect that influences the dynamics of tourism village development (Fatanti et al., 2022). The development of tourist villages involves local governments and actors, local communities, non-government organizations, and other related parties (Samtono & Supriyadi, 2023). In addition, the analysis of power relations between actors is the key to exploring the extent of the power and influence of each party in the decision-making process regarding the development of tourist villages (Fabriano, Suhardjito, Darusman, Kusmana, & Hidayat, 2015).

Previous research conducted by Ariyani et al. (2020) identifies key stakeholders in Kedung Ombo's tourism sector, emphasizing the collaborative efforts needed to preserve its potential. Meanwhile, Kurniati et al., (2021) highlight conflicts in Curug Cikuluwung village, suggesting the necessity of external mediation to resolve disputes hindering tourism development. Nugroho's study (2022) on Nongkosawit Tourism Village underscores the importance of improving stakeholder relationships to overcome obstacles to growth, proposing enhancements in internal collaboration, particularly with POKDARWIS. Rakhman and Rochman's systematic review (2023) reveals four institutional models for administering tourism villages in Indonesia, emphasizing cooperation among stakeholders. Ohoitumur's research (2023) categorizes stakeholders in Alamendah Tourism Village, highlighting the vital role of community groups like Pokdarwis in fostering sustainable tourism. Sholihah's study (2023) on Sembungan Tourism Village identifies primary, important, and secondary stakeholders, while addressing challenges such as funding shortages and community opposition. Wijaya (2021) research indicates that Pakseballi Tourism Village emphasizes sustainability and local potential in master planning. Revida et al. (2022) underscore the impact of attraction, accommodation, and amenity development on tourist visits. Guo and Sun (2016) stress the need for enhanced social and financial capital to sustain rural tourism, offering recommendations for broader sustainability efforts.

The Background Information on Sepahat Village

Sepahat Village is one of the villages in Bengkalis district, which is located in the coastal area. In general, coastal areas have fishery and biological resources (biodiversity), just like coastal areas (Nurrachmi, Amin, & Ghalib, 2019). The geographical location of Sepahat village, which is directly adjacent to the Malacca Strait, faces problems like those in various other coastal areas, namely abrasion, so it must be a concern for the village government to determine anticipatory steps for natural phenomena like this (Sihite, Iskandar, & Zainal, 2022). As one of the villages located in the coastal area of Bengkalis Regency, Sepahat Village geographically faces the Malacca Strait in the north with superior commodities in the form of palm oil, coconuts, and traditional sea catches with an area of 25,500 Ha (Syamsudhuha et al., 2020).

Another advantage of Sepahat Village, based on its official website, is its good ecosystem and natural resources which can be developed into superior local products such as integrated coastal area development (Izza, 2018). Integrating the village government's mission with the community's daily activities, especially those based on the traditional economy and the creative economy (Purnomo et al., 2017). This service activity is an activity that is in line with the village government's efforts, which emphasize combining the potential of coastal area ecosystems into empowering human resources to produce economic activities for local communities, which are expected to be able to drive the village economy independently (sepahat.desa.id).

Sepahat village has always used mangrove trees for firewood, charcoal, and building materials (Syaufina, Siwi, & Nurhayati, 2014). In addition, mangrove woods defend the coast from waves. The sedimentation process will take longer because respiratory roots prevent mud deposition (Idlaini, 2018). Mangrove roots also protect baby fish, mollusks, and crustaceans from predators. Unfortunately, the public does not understand the mangrove ecosystem's value (Nurrachmi et al., 2019). The coastal mangrove environment is characterized by uncommon and able-to-grow plants and shrubs and is impacted by sea tides. It is a natural system where life happens and reflects the link between living things and their surroundings and between living things in salty or brackish water (Taluke, Lakat, & Sembel, 2019). To protect coastal areas from tsunamis, abrasion, sea breezes, salt water infiltrating land, pollutants, and coastal and marine productivity, mangrove forests or coastal forests must be developed. Mangrove forests can preserve local community interactions. Mangroves provide fish, crabs, shrimp, wood, and medicine to many of them. Large mangrove forests will also protect maritime economic value (Wardhani, 2011).

Tourism and creative economic opportunities can be created in the mangrove habitat. Tourism and the creative economy are national economic drivers (Fawaid, 2018). After two years of slow recovery from the COVID-19 pandemic, the tourism and creative economy sectors are improving (Rd Siti Sofro Sidiq, Resdati, Ihsan, Sulistyani, & Sugiyanto, 2023). The Central Statistics Agency reported 3.92 million foreign tourists and 26 billion USD in foreign exchange until October 2022. Domestic tourism rose 15% from 633 million to 733 million. After that, 22.89 million job searchers had jobs, up 1.63 million from 2021. The creative economy sector's workforce rose 2.08 million to 23.98 million, up from 21.90 million in 2021 (Litha, 2022).

Management of the abundant potential in Sepahat Village can provide optimal benefits for the community, as long as it is managed well. In this context, the role of interest actors determines the success of efforts to develop Sepahat Village as a tourist destination in Bengkalis Regency. A study related to social relations by Mas'ud and Rochman (2021) revealed that imbalances in power relations can trigger internal conflicts that have the potential to be detrimental, including weakening solidarity

and causing the failure of development programs. Therefore, it is important for related parties to understand the dynamics of social relations and ensure a fair distribution of power so that efforts to develop tourist villages can run harmoniously and positively impact local communities (Mas'ud & Rochman, 2021).

The existing literature provides valuable insights into the development of tourism villages in Indonesia, emphasizing the significance of collaboration among stakeholders, efficient resource utilization, and the potential for economic and environmental benefits. Nevertheless, there is a significant research gap regarding the specific case of Sepahat Village in Bengkalis Regency. This gap primarily involves analyzing actor mapping and power relations in tourism development. Although there have been previous studies on stakeholder engagement and resource management in tourism villages, there is a gap in research regarding understanding the mapping of social relations and power among the actors involved in tourism development in Sepahat Village. This study seeks to fill this gap by thoroughly analyzing actor mapping and power relations in Desa Sepahat. The benefit of mapping actors and power relations between actors is to see to what extent these actors play a role according to their function and to see the relationships that will be established with the aim that their power can later make planning policies even stronger. This research aims to comprehensively understand the actor mapping and power relations between actors that shape tourism development in the village.

2. METHODS

The power relations between actors formed in the development of Sepahat Beach will be analyzed through the dimensions of the power cube described by Gaventa and through interconnected spaces, forms, and arenas of power. This research used qualitative methods and was carried out in Sepahat Village, Bukit Batu District, Bengkalis Regency, with an implementation time of 6 months. This research will select subjects purposively. The criteria used in this research were male and female formal figures, environmental activists, Pokdarwis elements, and the community in the Sepahat Village area. The research data collection process includes three stages: entry, remote, and data entry. Three research data collection methods are observation, interviews, and documentation. Observation is a data collection technique that involves direct observations in the field of the studied object (Apriyanti, Lorita, & Yusuarsono, 2019).

Observations are carried out on research and other activities related to the research theme. In the process, the author fully involved himself and interacted over a relatively long period to obtain information and data according to the required standards. Interviews are data collection techniques carried out face-to-face and through direct question and answer between data collectors and informants or data sources (Trivaika & Senubekti, 2022). Interviews will discuss roles, responsibilities, views on collaboration, challenges, and impacts of tourism from various perspectives. Semi-structured interviews are conducted starting with broad, more general questions or subjects. This interview is prepared by identifying subjects and subtopics rather than particular queries. According to Magaldi and Berler (2020), semi-structured interviews are exploratory. They explained that semi-structured interviews typically follow a guide and concentrate on key subjects with a broad pattern. Finally, documentation is a form of activity or process for providing various documents by utilizing accurate evidence based on records from various sources. Apart from that, the definition of documentation is an effort to record and categorize information in the form of writing, photos, images, and videos (Hasan, 2022). Documentation is carried out through various activities, including observation and interviews with informants. Documentation is carried out using cameras and other tools to photograph the situation.

This research uses two data sources: primary data obtained directly from research informants through interviews and field observations, as well as secondary data obtained from available documents and archives that support the research (Adiyanto & Supriatna, 2018). The method of data analysis follows the following procedure: Make a list of prominent categories according to the research objectives. Label the categories that appear. Interesting conclusions from research results come from categories or labels that emerge and stand out. Strengthening research findings will be achieved via member checking, triangulation (interviews, observations, and documentation), and conversations with peers to get further input and viewpoints on research findings or peer debriefing. This method attempts to give a thorough and reliable picture of the dynamics of tourism growth in Sepahat Village, together with the roles and power dynamics among the participants.

3. FINDINGS AND DISCUSSION

3.1. The Natural Beauty and Infrastructure of Sepahat Village Beach

Sepahat beach tourism was initiated around 2014 by the community and the Bengkalis Regency Government. The high costs incurred to build supporting infrastructure have caused the construction of Sepahat Beach to proceed slowly and rely more on village cash funds and community self-help. We interviewed several important people in the community to learn more about Sepahat Beach's growth and how it has affected them. As a member of BUMDes, Ms. X said, *"We are very involved in running the beach and its facilities. We're a small team, but we work hard. Currently, the Sepahat Beach tourist destination management is under the Village-Owned Enterprise (BUMDes), with around 5 people actively involved in activities."*

On March 28 2023, the Team from the Ministry of Villages, Regional Development and Transmigration carried out verification regarding the Tourism Village at Sepahat Beach. The results of this verification show that Sepahat is a tourist village with a developing status and is entitled to financial assistance worth IDR. 400,000,000 for the construction of infrastructure such as toilet facilities, gazebos, homestays, road networks in destinations, and lighting. These facilities were constructed under the supervision of village assistants from the Bengkalis Regency Community and Village Empowerment Service.



Figure 1: Sepahat Beach Infrastructure

Some of the infrastructure facilities built are a monument, 9 pavilions/gazebos, 1 prayer room, 4 toilets, 6 vendor stalls, a cafe, plans for building a homestay, parking area, rubbish dump, and a photo spot. Sepahat Beach already has complete supporting infrastructure.

A village leader in Sepahat said,

"Sepahat Beach is our pride. Even though it has been hard on the budget, the community has worked hard to improve this place. We are grateful for the Ministry's recent help and hopeful about the future. We aim to make Sepahat Beach one of the best tourist places."

Acknowledging the community's efforts, Sepahat Beach boasts advantages both in terms of landscape and management. Despite facing challenges, the minimum feasibility as a tourist destination includes 16 indicators. Even though it is not completely fulfilled, Sepahat Beach is worth visiting for tourists. Sepahat village is geographically located on the coast directly facing the Malacca Strait. Sepahat Village is famous for its tourist beach in the village. With a wide stretch of sand, this beach is located at Jalan Jendral Sudirman RT/RW O2/01. This beach tourist location is between Dumai and the Pakning river. Sepahat Beach is called "Tanjung Sepahat Beach " which has beautiful views of the open sea.



Figure 2 Sepahat Village Beach

Not only does it have a beautiful beach, but Sepahat village also provides a place for tourism called Cafe Laksamana, managed by an advanced BUMDes and Sepahat village. Sepahat Beach's specialty is its characteristics: the sand is a stretch of sand and is hard. Apart from that, this marine tourist attraction is visited by many local people who want to take wedding photos or go prewedding.



Figure 3. Stretch of Sepahat Beach Sand

Sepahat Village beach in the late afternoon, can enjoy the beauty of the sunset from this beach. The view of the blue sky fading, the light of the sun starting to set, and the orange refracting in every cloud that blocks the light makes for a beautiful view.

3.2. Management and Development Issues at Sepahat Beach

Issues at Sepahat Beach

Based on Field reviews through interviews, observations, and documentation have identified several issues that hinder the optimization of the management and development of Sepahat Beach. Firstly, there is a lack of detailed documentation on the potential of Sepahat Beach's resources, including its flora, fauna, and local cultural wisdom. This beach, 17 km along the Malacca Strait, offers stunning views of the open sea and sunsets. However, the unclear land status of the Sepahat Beach area hampers its management and development. Only 2,890 m² of the beach area belongs to the Sepahat Village government, while the rest is community-owned land with verbal grant agreements lacking formal documentation. Administrative delays in legalizing the beach area led to the withdrawal of previous

land grants to the Bengkalis Regency Government. This unclear land status creates potential conflicts, especially regarding the construction of supporting tourism facilities.

Additionally, several infrastructure facilities, including toilets and garbage disposal, have sustained damage and require maintenance. The prayer room is dirty, and the parking area is disorganized, with visitor parking not concentrated in one spot. Disparbudpora cannot address these issues due to incomplete administrative files.

No master plan causes inconsistent area configurations at Sepahat Beach. Disparbudpora cannot construct Sepahat Beach due to the Sepahat Village Government's incomplete land status certification. The only beach area donated and undergoing certification is 981 m². Tourism awareness groups (Pokdarwis) and village-owned enterprises (BUMDes) receive little outreach and training. Effective training improves tourist management quality and originality. Decent natural beauty aside, Sepahat Beach has few tourist attractions. Cultural performances and local arts are needed to support tourism packages. Members have yet to exploit Pokdarwis' potential despite its official recognition. Marketing tourism, especially online, is equally poor. Finally, Sepahat Beach needs intense tourism management and development to attain superior tourism development characteristics, including infrastructure, hygiene, cleanliness, health, and technical preparedness.

Implemented Action Plan

Addressing the listed issues is critical to achieving Sepahat Beach's ideal and sustainable development and promoting community economic empowerment. The recommended action plan includes several essential steps. First, extensive identification studies and inventories of prospective resources are required for empowerment. This includes determining the legal status of land grants by identifying and inventorying landowners in the Sepahat Beach area and ensuring that all land is officially awarded and certified by Disparbudpora for management authority. Furthermore, damaged infrastructure needing repair must be identified, inventoried, and coordinated with Disparbudpora for necessary maintenance and building, assuming proper administration is ensured.

The action plan also requires creating a master plan for Sepahat Beach development. Coordination and communication with relevant authorities, particularly the Tourism and Sports Department, are required to explain the land status and identify ungranted land. To improve the quality of human resources, continual counseling and training on CHSE and tourism issues are required, allowing for creativity and innovation in creating tourist attractions. This is consistent with the Tourism Village standards and satisfies institutional demands in tourism management.

Another important component is encouraging active community participation, which promotes the development of tourism attractions based on local possibilities, such as cultural attractions and distinctive gastronomic experiences. Revising the Pokdarwis management structure to boost performance and integrating the younger generation in promotional activities via social media platforms such as Instagram, Facebook, and YouTube is proposed. These promotions should be managed by someone who is dedicated. Finally, continued intense coaching and help are required to realize the goal of establishing a Superior Tourism Village, with at least one tourism companion with expertise in tourism and/or the creative economy guiding and supporting these efforts.

3.3. Identification of Actors, Status, and Roles in the Development of the Sepahat Tourism Village

In managing and developing Sepahat Beach, local-level dynamics involving various actors create harmony or disharmony due to differences in interests. Based on the results of observations and

interviews, the team identified individual actors and institutions that have a role in the development and management of Sepahat Beach in 3 categories: local intellectual actors (Sepahat Village Government circles), Bengkalis Regency Government intellectual actors (Community and Village Empowerment Service and Tourism Office), and Regency Government intellectual actors Bengkalis (Community and Village Empowerment Service and Tourism Office), and external actors outside the two. Local policy intervention at the level of the Sepahat Village Government is integral to the development and management of Sepahat Beach. Within the local intellectual actors (Sepahat Village Government Circle), the person who has the most influence on the public is the village head, followed by the structural positions below.

Meanwhile, among the intellectual actors of the Bengkalis Regency Government (Community and Village Empowerment Service and the Tourism Service), there are two prominent actors who have their own duties and functions with various characteristics. program. The role of the PMD Department and Disparbudpora in the construction, management, and development of Sepahat Beach is very important. The synergy between the two is necessary to support Sepahat Beach's succession as a local destination capable of attracting many tourists. The following is the village head's statement, *"Funding and other resources for several projects have been made possible by our partnership with the PMD Service. Getting money for empowerment projects from the Ministry of Village was one major success. Thanks to this partnership, we have given the community more business opportunities and increased their participation in tourism-related events."*

The PMD Service is moving to encourage the Sepahat Village Government to be creative in creating business opportunities for community empowerment. The Sepahat Village Head once had experience collaborating with the PMD Service to obtain funding from the Ministry of Village for empowerment through tourism management. The PMD Service also deployed village facilitators, whose function was to assist the Bengkalis Regency government in the succession of empowerment. Village assistants play a role in designing strategies that prioritize sustainable principles. So far, the involvement of village assistants in managing Sepahat Beach has gone well. Likewise, the Department of Tourism, Culture, Youth and Sports (Disparbudpora) concentrates on tourism development, especially based on local potential. The joint program with Disparbudpora supports infrastructure and enhances the capacity of participating groups like Pokdarwis.

3.4 Social and Power Relations Between Actors in Village Development Sepahat Tourism

Power and decision-making are inextricably linked. Lasswell contends that having a say in major decision-making is power (Dwicaksono, 2003). Shepperd contends (in Abbott, 1995) that the public decision-making process exemplifies the use of power. Power and the decision-making process—the interactions between people, interest groups, and the state—cannot be separated. Power theories change, and a dialectical process takes place to improve experts' comprehension of power. One of the most well-known theories is the three-dimensional one, which Luke and John Gaventa created and developed. The idea is an advancement of past notions. The one-dimensional theory of power, which Robert Dahl developed, is the first one (Luke, 2015). This viewpoint is known as the pluralist approach, and it improves power through visible conduct and policy-making procedures. This one-dimensional viewpoint clarifies a situation in which a group is dominated by another and the dominated group is powerless without "orders" from the dominating group.

According to the pluralist perspective, politics is an open system that allows everyone to participate equally and does not only revolve around an elite. Everybody who feels connected to a topic

and wishes to voice their view will engage and take part in the policy process. Indifference to a developing problem is shown by apathy, or non-participation. Understanding the many social situations, conflict is an inevitable result or a means of deciding who wins. This method has drawn criticism since it overlooks significant political processes when it views power as a covert aspect of policy-making that tracks open conflict through open participation. Power frequently employs its influence to keep a topic off the table and to discourage political engagement. Power has shut them down. Hence, potential problems and complaints are never addressed. Limiting oneself to a visible phenomenon could miss the coercion and manipulation that keep a group or issue out of politics.

A second strategy put out by Bachrach and Baratz, who perceived power through a two-dimensional method, sometimes known as the elite model, was born out of a critique of the one-dimensional approach. The arena is seen in the first dimension as an open system where power is not concentrated on any group even though it is not equally distributed. The second aspect is an inequality monopoly established and upheld by the ruling class. With the means and the power, the elite may stop politically unfavorable actions. To keep its hegemony, the elite set the agenda. This two-dimensional method provides a deeper examination of indifference, resentment, and non-participation phenomena.

This deeper analysis of the second dimension still generates criticism. One of the criticisms is that this approach is no different from the previous one, which focused the analysis on a visible conflict. This approach posits that when there is no conflict, there is already a consensus or resource allocation that causes no conflict to occur. Luke (2015) explains that manipulation and authority are forms of power that do not need to involve open conflict. Latent conflict occurs when someone accepts something contrary to their interests without knowing it. The three-dimensional approach is an extension of the one-dimensional and two-dimensional approaches and is often called the Calss dialectical model. This approach was born out of a critique of focused and behavioral approaches that include consideration of hidden power and power-influenced conflict (Gaventa, 1985). It is to identify the tools and media used by power influences to shape or determine conceptions of needs, possibilities, and strategies for dealing with conflicts that occur.

From a three-dimensional perspective, the political process unfolds as an escalating process. The dominant group will move from a condition of powerlessness to a condition against the dominant group. This process is perceived by Gaventa (1985) as a condition where "power serves to create power, and powerlessness serves to reinforce powerlessness.". The first dimension, power, focuses on the decision-making behavior of an issue in which there is an open conflict of subjective interests. This dimension explains how a group or individual seeks to expand power. The second dimension, interest, is an extension of the first dimension, so that processes that occur within the spectrum of the first dimension are also included in the second dimension.

The second dimension tries to explain how the decision-making process, as far as possible, departs from potential issues based on an open conflict of subjective interests. Political actions taken and included in the spectrum of this dimension emphasize a process of expanding power and begin to involve interests as an achievement that must be achieved. At this point, the actions are intended to increase the group's or individual's power and interests. In this dimension, interests not in line with the expansion of power and objective interests begin to be eliminated. The third dimension is hegemony, an extension of the previous two dimensions. The second and third dimensions are built to understand the causal relationship in the first dimension.

The third dimension is the process by which a group or individual not only extends power and tries to advance their interests, but also tries to maintain the hegemony that the group or individual

already has. John Gaventa (1982) tries to explain the relationship between political actors in the context of Luke's three-dimensional power framework. This model analogizes two parties between A and B. Group A is the dominant group, while Group B is the dominant group. Gaventa revealed this in his research, which used this three-dimensional approach in the case of the Appalachian Indian Tribe, which was dominated by a group of entrepreneurs who took over their land.

Table 1. Gaventa's Three-Dimensional Power Relations Model

A/B Relationship	Dimension 1	Dimension 2	Dimension 3
A's power over B	The tendency for B to dominate A through A's possession and superior control over resources	A constructs obstacles to prevent B from participating	It influences and forms awareness of the existence of inequality in production processes, information control and ideology
B's helplessness towards A	A beats B because of B's lack of resources	B does not participate in the political agenda because of real obstacles and B perceives that participation will only be detrimental and defeat for him	Acceptance of the myths of legitimizing ideology, helplessness, and inability to think critically by B due to A's influence
B's resistance to A	Conflict B and A where each has competing resources, conflict occurs over a clear issue	Mobilization on the issue and action against obstacles	

The process of strategizing to achieve interests is an attempt to achieve the deliberative innovation described by Bryson, Crosby, and Stone (2015). The explanation of this model adapts the three-dimensional power model proposed earlier by Luke. Bryson, Crosby, and Stone (2015) try to explain an action taken by each planning actor in the formulation of public policy based on Luke's dimensions in three kinds of meeting characteristics, namely forums, arenas, and courts. The difference between the three is the type of meeting carried out to fulfill the interests of existing groups and individuals. The forum emphasizes communication and interpretation of meaning, whereas the arena emphasizes policy-making and implementation.

Meanwhile, the court is a form and medium of arbitration for minimizing conflicts. The key players in these three forms of encounters are the leaders, who act as initiators and leaders of the groups. Building a forum entails reaching an agreement among the main actors by attempting to find a consensus among the interested groups.

From a planning perspective, this model examines and formulates the inevitable political processes in public policy formulation. The targets of each type of meeting dimension are different because the interests to be achieved are different for each context. The political dimension in the public decision-making process is closely related to a process of influence in decision-making. According to Christian Bay (1965), the political arena is not only a study related to the form of statehood but also includes the processes of human welfare and community benefit. Both processes focus on improving individuals who are marginalized in the public world.

Paul Davidoff emphasizes the political and value sides of planning. Davidoff sees planning as a process, emphasizing it more as a choice process (Davidoff, 2015). So in the planning process, it will be closely related to the process of determining choices, which embodies the political process that occurs

in the political process of formulating public policy. From a planning perspective, this model sees and formulates political processes that cannot be avoided in public policy formulation. The targets of each dimension in each type of meeting are different because the interests to be achieved are different for each context. This model will be the basis for observing actors' actions influencing public policy. The model above can identify the modes, strategies, and plans of actors influencing the spatial planning process. Participation in society can often be an attempt by elite groups to maintain or strengthen their power and foster efforts to achieve other goals they need. Political elites will seek to provide space for participation as a method of controlling participation itself. According to Huntington and Nelson (1954, in Aswindi, 2002), the development approach often excludes marginalized groups in many third-world countries.

The power relations between actors formed in the development of Sepahat Beach can be analyzed through the dimensions of the power cube described by Gaventa through space, form, and arenas of power related to each other. The power relationships formed in the Sepahat Beach development program work automatically through applicable policies and regulations. The actors are intertwined in an arena of power that can benefit or harm one of the actors; the relationships formed by these actors will then be intertwined with the aim that the power they have later in determining planning policies will be stronger (Lampong, 2019). The formed relationships need to be known and understood more deeply. Actors who work in the development of Sepahat Beach are divided into several actors. However, this study only focuses on 3 elements, namely the Bengkalis Regency Government as a policy maker in planning the development of Sepahat Beach, the community as the recipient of the impact of the policies produced, and local organizations that care about the environment and society in Bengkalis. These three actors certainly have their power over the policies they make.

The actor that plays the most important role in this case is the Bengkalis Regency government as a policy formulator that is expected to be able to provide welfare to its people. The community considers the current policy formulation in Sepahat Beach to be less favorable to the community, especially those affected by the policy. In today's democratic era, the community's aspirations and participation in development planning should be more prominent and heard by the local government. However, the community feels that the aspiration forums prepared by the government through MUSRENBANG and the community aspiration net are unheard of and tend to be just a formality.

Several actors are important concerns in power, and power relations formed in forming the Sepahat Beach development policy. However, it cannot be denied that actors other than the government, the community, and NGOs also have an important role. The involvement of multiple actors in the development of Sepahat Beach forms several patterns of power relations with various forms of power that arise due to the consequences of a policy or political condition that are still pro and con. Power has a deeper meaning, owned by one actor and various actors involved in it. According to Foucault (2020), power is not owned by one institution alone; power is formed from the relationships between subjects which play a role in carrying out their functions. The relationships that are then formed will result in a contribution of power from each subject, which shows the meaning of power. Power is born from a subject's strengths, power, and thoughts; therefore, power is everywhere, and every subject has power. A subject cannot limit the amount of power, but the communication space mediates it between actors that determine the power.

The gap in this research is in understanding the mapping of social and power relations between actors involved in tourism development in Sepahat Village. Based on research findings, the role of the PMD Department and Disparbudpora in the construction, management, and development of Sepahat

Beach is very important, and they have carried it out well. However, the policy formulation at Sepahat Beach carried out by the Bengkalis Regency Government as the policy formulator is considered not to be in favor of the community. The local community's perspective hopes that existing policies will be in their favor. There is also the problem of completeness of administrative documents because the remaining coastal land is land owned by the community with an oral grant agreement that does not have formal documentation. The implication for sustainable development in Sepahat Village is that it hampers its management and development. In the future, it is also hoped that Tourism Awareness Groups (Pokdarwis) and Village-Owned Enterprises (BUMDes) will receive a lot of training to improve the quality and originality of tourism management.

4. CONCLUSION

Based on this research, it can be concluded that the actors working in the development of Sepahat Beach are divided into several actors. However, this research only focuses on 3 elements, namely the Bengkalis Regency Government as the policy maker in planning the development of Sepahat Beach, the community as recipients of the resulting policy impacts, and local organizations that care about the environment and society in Bengkalis. These three actors certainly have their power over the policies they take. However, it cannot be denied that actors other than government, society and NGOs also have an important role. The actor who plays the most role in this is the Bengkalis Regency government, which is a policy formulator that is expected to be able to provide prosperity to its people. The community considers that the current policy formulation at Sepahat Beach does not support the community, especially those affected by the policy. The policy recommendations that can be offered are that the government is expected to provide policies that are more pro-community, and at the aspiration forum, it is hoped that the community will hear all their aspirations, not just a formality.

Sepakat Village Beach has enormous tourism potential but struggles with land status, resource documentation, infrastructure, digital advertising, and attractions. To address these, the action plan should include resource inventory, land status clarification, infrastructure repair, a development master plan, community attraction creation, and comprehensive education and training. Sustainable growth that benefits the local economy, environment, and culture requires collaboration between regional administrations, BUMDes, the community, and other stakeholders. In addition to addressing these challenges through practical measures, it is important to consider the power relations between the various actors involved in the development of Sepahat Beach. The power relations between actors formed during Sepahat Beach's development can be explained through the dimensions of power cube power, which Giventa explains through spaces, forms, and arenas of power that are related to each other. Power relations in the Sepahat Beach development initiative work naturally through policies and laws. Power relations between the actors can help or harm one of them. These actors will then build relationships to strengthen their planning policy influence. Power and power dynamics in Sepahat Beach development policies are crucial, but actors other than government, society, and NGOs also play a role. The involvement of multiple actors in the development of Sepahat Beach forms several patterns of power relations with various forms of power that arise due to the consequences of a policy or political conditions that are still pros and cons. Power has a deeper meaning, owned by one actor and the various actors involved in it.

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